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***NATIONAL DEFENSE UNIVERSITY***

***JOINT FORCES STAFF COLLEGE***

**JOINT ADVANCED WARFIGHTING SCHOOL**



**AN APPROACH AND FRAMEWORK TO SYNCHRONIZE JOINT EXERCISES  
AND TRAINING WITH MILITARY OPERATIONS**

**by**

**Holger Michael Wagner**

***Commander, United States Navy***

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**AN APPROACH AND FRAMEWORK TO SYNCHRONIZE JOINT EXERCISES  
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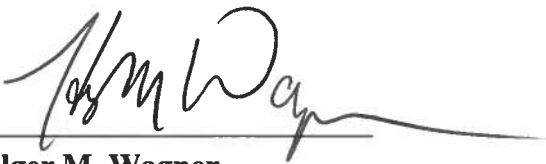
by

**Holger Michael Wagner**

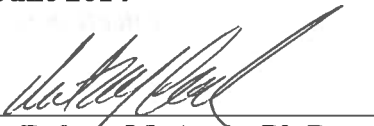
***Commander, United States Navy***

A paper submitted to the Faculty of the Joint Advanced Warfighting School in partial satisfaction of the requirements of a Master of Science Degree in Joint Campaign Planning and Strategy. The contents of this paper reflect my own personal views and are not necessarily endorsed by the Joint Forces Staff College or the Department of Defense.

This paper is entirely my own work except as documented in footnotes.

Signature:   
**Holger M. Wagner**  
**Commander, USN**  
**6 June 2014**

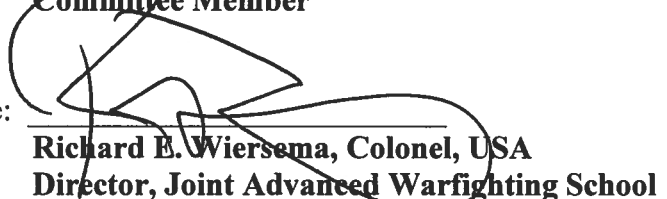
**Thesis Adviser:**

Signature:   
**Dr. Robert M. Antis, Ph.D.**  
**Thesis Adviser**

**Approved by:**

Signature:   
**Dr. Gregory Miller, Ph.D.**  
**Committee Member**

Signature:   
**Steven Guilliani, Captain, USN**  
**Committee Member**

Signature:   
**Richard E. Wiersema, Colonel, USA**  
**Director, Joint Advanced Warfighting School**

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## **ABSTRACT**

In this dynamic, complex, and uncertain global environment, supporting and conducting joint military exercises and training will continue to remain vitally important for the United States to strengthen ties with allies and other nations, build partner capacity, maintain military proficiency, and ensure national security. However, projected funding and resource constraints suggest that it will be necessary to achieve efficiencies in military operations, exercises and engagements in order to maintain readiness. These efficiencies can be best achieved by leveraging a globally networked approach and an integrated framework that shares resources and coordinates activities. A recommended method is synchronizing joint military exercises and training with existing and ongoing military operations, such as presence and stability operations, theater security cooperation efforts, allied nation and coalition partner activities, and perhaps even campaigns and contingencies.

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## **DEDICATION**

I dedicate this thesis to my wife, who has unconditionally supported me throughout my research and preparation of this thesis.

I also dedicate this thesis to my children, whose patience and understanding have been a great source of motivation and inspiration.

Finally, I dedicate this thesis to all who proudly serve our country.

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# CHAPTER 1

## INTRODUCTION

*“The United States can no longer afford a military that is superior through sheer bulk. A decade from now, the armed forces must be smarter, leaner and quick to adjust to changing threats.”*

*Michael E. O’Hanlon, Brookings Institution<sup>1</sup>*

Over the next ten years, Department of Defense budget reductions and potential government sequestration will result in significantly smaller military budgets and a loss of funding for numerous programs, personnel and operations. However, despite diminishing resources, supporting and conducting joint military exercises and training remain vitally important, as these are essential for the United States to strengthen ties with allies and partners, maintain military readiness, and ensure national security.

To effectively support and conduct joint military exercises and training in an increasingly constrained fiscal environment, it will be necessary to share resources and maximize efficiencies. This can be achieved through a globally networked approach that utilizes an integrated framework to synchronize joint military exercises and training with ongoing and existing military operations, such as presence and stability operations, theater security cooperation efforts, allied nation and coalition partner activities, and campaigns and contingencies.

A globally networked approach suggests that individual groups or participants continuously communicate, collaborate and share information to synchronize activities

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<sup>1</sup> Michael E. O’Hanlon, “U.S. Military Must Do More with Less Money,” *The Washington Examiner*, 11 November 2013.

and improve overall knowledge and understanding. Real-time information sharing increases visibility, transparency, and synergy. Leveraging a globally networked approach is defined as seamlessly sharing information among participants using the technical infrastructure to synchronize activities and enhance collaboration. This leads to greater effectiveness and increased efficiency. Utilizing a globally networked approach strengthens and builds essential partnerships, alliances, and coalitions, while facilitating the sharing of military resources.

An integrated framework further enhances the shared understanding and collaboration gained through a globally networked approach, by synchronizing joint military exercises and training with existing and ongoing military operations. The current joint training program captures joint staff and combatant command priorities, but joint military exercises and training events are largely conducted independent of existing and ongoing military operations. An integrated framework that includes both exercises and training events, as well as real-time military activities and operations, improves readiness by enhancing the quality of training, while increasing efficiency sharing resources. Additionally, incorporating a globally integrated framework applied across geographic regions can identify key intersections among participants, missions and regions, which help better coordinate planning efforts.

This research is important to the Chairman of the Joint Chiefs of Staff and Combatant Commanders, since it will provide recommendations for maximizing the benefits of supporting and conducting joint military exercises and training in an increasingly constrained fiscal environment. The timing of this research is particularly

relevant and important, as the United States government struggles with the onset of declining budgets, defense spending cuts, and sequestration.

Chapter two introduces the current joint military training system, and provides the background information necessary for this research. It details the current joint military exercises and training environment, including a description of the joint military training management responsibilities, the joint military training system, and the exercise life cycle and training event support. Additionally, it provides background information regarding the methodology and processes used to conduct joint military training events and exercises, as well as a description of the purpose, planning, execution and assessment of joint exercises and training. The information in this chapter not only provides a clearer understanding of the current environment and the background necessary for this research, but also identifies that there are opportunities for improving the joint military training system.

After the current joint training environment is presented, chapter three focuses on funding and resources, detailing how the increasingly strained fiscal environment influences joint military exercises and training. It discusses historical and projected military funding and resource allocations, to explain funding and resource implications for joint military exercises and training. A description of the diminishing resources and the nature of challenges in the current fiscal environment identifies the need for a more efficient and effective way for the joint force to operate.

Chapter four describes the significance of supporting and conducting joint military exercises and training, and reinforces the notion that there is a need for improvement of the current system. The chapter begins by examining the roles and

functions of joint and service commands. Then, it presents perspectives from various strategic documents and military publications that further document the importance of joint military exercises and training, as well as highlight applicable opportunities and recommendations for the future.

The information presented in chapters two through four justify why changes must occur to ensure the viability of joint military exercises and training. Chapter five addresses how this can be achieved by examining existing and ongoing military operations that may provide synergistic opportunities for joint military exercises and training. Military operations include, but are not limited to, presence and stability operations, theater security cooperation and humanitarian assistance efforts, allied nation and coalition partner activities, and campaigns and contingencies. Then, the following chapter offers specific recommendations that focus on synchronizing and sharing resources among joint training activities and real-world operations to achieve improvements and greater efficiencies.

In this dynamic, complex, and uncertain global environment, supporting and conducting joint military exercises and training will continue to remain vitally important to the national security of the United States. However, projected funding and resource constraints suggest that it will be necessary to achieve efficiencies in military operations, exercises and engagements. These efficiencies are best achieved by leveraging a globally networked approach and an integrated framework that shares resources and synchronizes joint military exercises and training with existing and ongoing military operations.



## **CHAPTER 2**

### **DESCRIPTION OF JOINT MILITARY EXERCISES AND TRAINING**

This chapter includes background information and describes the methodology and processes currently used to conduct joint military exercises and training events. It also introduces the joint military training environment and describes the purpose, planning, execution, and assessment of joint military exercises and training, all of which helps identify the opportunities for improving the current construct.

#### **Joint Military Training Management Responsibilities**

Title 10, United States Code, section 153 stipulates that the Chairman of the Joint Chiefs of Staff (CJCS) is in charge of “formulating policies for the joint training of the Armed Forces” and “formulating policies for coordinating the military education and training of members of the Armed Forces,” to complete strategic and contingency planning and preparation consistent with President and Secretary of Defense guidance and policies.<sup>1</sup> In support of this task, the Director for Joint Force Development, Joint Staff (J-7), supervises and manages the Chairman’s joint exercise and training programs. The Joint and Coalition Warfighting (JCW) team, led by the Deputy Director, Joint Staff (J-7), supports the preparation and improvement of multinational, interagency, and joint capabilities to meet the present and future operational needs of the coalition and joint

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<sup>1</sup> CJCSI 3500.01G, *Joint Training Policy and Guidance for the Armed Forces of the United States* (Washington, DC: U.S. Government Printing Office, 15 March 2012), 1.

force.<sup>2</sup> The JCW is a centralized organization capable of structuring, executing, and facilitating joint training events across the full spectrum of joint training. Several assistant deputy directors support the Deputy Director with joint training functions. These include deputy directors for synchronization and integration, joint development, and joint training. The Assistant Deputy Director for Joint Training leads the Joint Training team and is tasked with delivering a continuum of integrated individual, staff and collective training to enhance the operational readiness of the combatant commands, designated joint and combined force headquarters, and their coalition partners.<sup>3</sup> Thus, the Joint Staff (J-7) oversees and operationalizes joint military training and exercises, spearheaded by the JCW and the Joint Training teams. The following paragraphs describe the roles and responsibilities of the JCW and Joint Training teams in more detail.

The JCW supports the preparation and improvement of multinational, interagency, and joint capabilities to meet the present and future operational needs of the coalition and joint force. The JCW role is to support the Chairman of the Joint Chiefs of Staff Exercise Program (CEP) by preparing, conducting, and assessing events that provide collective joint training for combatant commanders and the military services.<sup>4</sup> The JCW also manages and executes the Joint National Training Capability (JNTC) enhancements to combatant command and military service training programs. It trains joint force commanders, component commanders, designated forces, and staffs in the application of joint military doctrine and tactics, techniques and procedures (TTP). It

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<sup>2</sup> Joint Staff (J-7), *Joint Collective Training Division Event Handbook* (Suffolk, VA, 2012), I-1.

<sup>3</sup> Ibid.

<sup>4</sup> Ibid., I-2.

also conducts joint and multinational training focused on combatant command staffs, and component forces operating as part of a joint or multinational task force in accordance with joint mission-essential tasks (JMET) specified by the supported combatant commander.<sup>5</sup> The JCW method for delivering trained, capable and interoperable joint forces is explained later in this chapter, under *Joint Military Training System* and *Joint Military Exercise Life Cycle and Training Event Support*.

As previously mentioned, the Assistant Deputy Director for Joint Training, Joint Staff (J-7), leads the Joint Training team and is tasked with delivering a continuum of integrated individual, staff and collective training to enhance the operational readiness of the combatant commands, designated joint and combined force headquarters, and their coalition partners. The Joint Training team is composed of two divisions designed specifically for this effort: The Joint Collective Training Division (JCTD) and the Individual Training Division (ITD). The JCTD plans, executes, and supports joint and multinational training programs worldwide in order to improve joint and combined warfighting capabilities.<sup>6</sup> This is primarily accomplished by the Joint Training Branch (JTB), which provides mobile training to combatant command exercise programs by deploying personnel packages, and the Joint Exercise Branch (JEB), which is the action element for execution of event training. The ITD formulates and organizes training to prepare individuals to accomplish duties within joint organizations, certifying that they have the necessary joint competencies and skills to employ joint doctrine and procedures requisite of Joint Staff members.<sup>7</sup> The ITD is supported by several centers and

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<sup>5</sup> Ibid.

<sup>6</sup> Ibid., II-3.

<sup>7</sup> Ibid., II-4.

capabilities. Joint Knowledge Online (JKO) develops and implements joint training products and services through a distributed learning environment. The Joint Deployment Training Center (JDTC) designs, develops, and delivers joint deployment, global force management, and situational awareness training and education. The Joint Inter-Operability Division (JID) trains United States and Allied/Coalition warfighters in the employment, planning, and management of tactical data links and joint interoperability.

In summary, the CJCS is responsible for overseeing the joint training of the United States military, supported by the Joint Staff (J-7). The JCW and the Joint Training teams (i.e. the JCTD and the ITD) assist in overseeing and operationalizing joint military training and exercises. The JCTD plans, executes and supports joint and multinational training programs worldwide through the JTB and JEB. The ITD prepares individuals to accomplish duties within joint organizations through tools and organizations such as JKO, the JDTC, and the JID. Increasing the integration of the various joint training management entities with counterparts that are responsible for real-world military operations may lead to opportunities for greater efficiency and effectiveness.

## **Joint Military Training System**

The Joint Training System (JTS) provides the joint military community and Joint Force Commanders with a process to ensure that the United States military is trained according to joint doctrine and capable of performing its mission across the range of military operations. As shown in Figure 1, the JTS methodology uses four phases that align training strategy with designated missions to generate qualified and competent individuals, units, and staffs.<sup>8</sup> Phase I (Requirements) determines the tasks required to accomplish the mission, culminating in the production of the approved Joint Mission Essential Task List (JMETL). Phase II (Plans) identifies the training personnel, objectives, events, and resources, resulting in the development of the Joint Training Plan (JTP). Phase III (Execution) conducts the JTP events and exercises, and evaluating the performance relative to the specified training objectives. Phase IV (Assessment) determines the overall readiness of the organization to accomplish the assigned tasks and mission. The JTS phases (requirements, plans, execution, and assessment) are structured such that the output of one phase provides input for the next phase. The JTS essentially defines the framework for training event design, and provides commanders the ability to assess the effectiveness of the training conducted and to determine where to direct future training.

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<sup>8</sup> CJCSM 3500.03D, *Joint Training Manual for the Armed Forces of the United States* (Washington, DC: U.S. Government Printing Office, 15 August 2012), B-1.

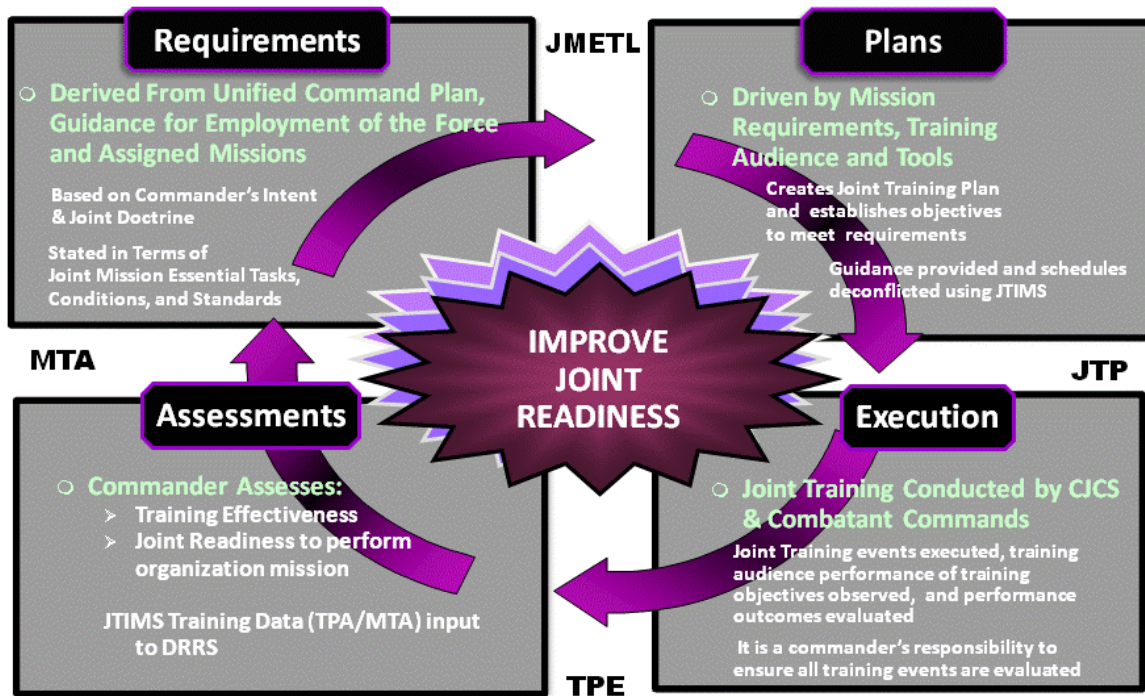


Figure 1. Joint Training System<sup>9</sup>

The JCW supports combatant commands, military services, and subordinate Joint Force Commanders in all four phases of the JTS. Joint training events are the most visible tools of the JTS and are categorized based on their intended training audience.<sup>10</sup> These events are primarily captured within four JCW training tiers. Tier 1 (National Level and Combatant Command Training) prepares national level organizations and combatant command staffs at the strategic and operational levels of war, while integrating interagency, non-governmental partners, and allies in highly complex environments.<sup>11</sup> The desired end state is to identify core competencies, procedural disconnects, and common ground to achieve unity of effort. Tier 2 (Joint Task Force

<sup>9</sup> Ibid., B-2.

<sup>10</sup> Joint Staff (J-7), *Event Handbook*, I-3.

<sup>11</sup> Ibid.

Training) assists the Joint Task Force Commander in the preparation for conducting complex military operations at the operational level of conflict. Tier 3 (Functional Component Training) involves interoperability training to ensure the ability of systems, units, or forces to function within a joint, interagency, non-governmental, and multinational environment. Tier 4 (Individual Organizational Training) focuses on basic, technical, and unit operational training linked to mission-essential tasks and supporting Joint Force Commanders.

The JCW nominally supports two major exercises per year for each combatant command and one per year for the Joint Staff, as well as planning for the following year's events.<sup>12</sup> As will be discussed in more detail in chapter three, budget reductions and fiscal constraints have significantly reduced the number of supported exercises over the past several years. The baseline level of exercise and training event support includes modeling and simulation, subject matter experts, media role playing, scenario development, deployable training teams, and after action review. To determine event requirements, the Joint Staff (J-7) annually hosts and facilitates meetings with combatant command and military service representatives at the Worldwide Joint Training and Scheduling Conferences.<sup>13</sup> The J-7 uses these meetings to establish a plan of action and milestones, resolve joint training issues, and fully integrate interagency partners into the joint training community of interest.

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<sup>12</sup> Ibid., I-5.

<sup>13</sup> Ibid., I-6.

## **Joint Military Exercise Life Cycle and Training Event Support**

Combatant commands supported by the JCW design, plan, and execute joint training events in accordance with the Joint Event Life Cycle (JELC). The JELC is a flexible planning process that tailorable to accommodate joint training and technology events of varying levels of activity and complexity.<sup>14</sup> The JELC applies to Phase III (Execution) of the JTS and is intended to guide and assist event planners in a methodical process that ensures specific joint training and event milestones are captured prior to event execution.<sup>15</sup> As shown in Figure 2, the JELC consists of five stages: Design; Planning; Preparation; Execution; and Analysis, Evaluation and Reports.

The Design stage commences as early as eighteen months prior to event execution with the Concept Development Conference, and ends roughly twelve months prior to event execution with the Initial Planning Conference. Commands use these conferences to review training requirements and refine essential tasks and training objectives. This stage also includes drafting the scenario outline, developing the plan of action and milestones, and initiating the time-phased force and deployment data.

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<sup>14</sup> Ibid., IV-1.

<sup>15</sup> CJCSM 3500.03D, E-7.



# JOINT EVENT LIFE CYCLE

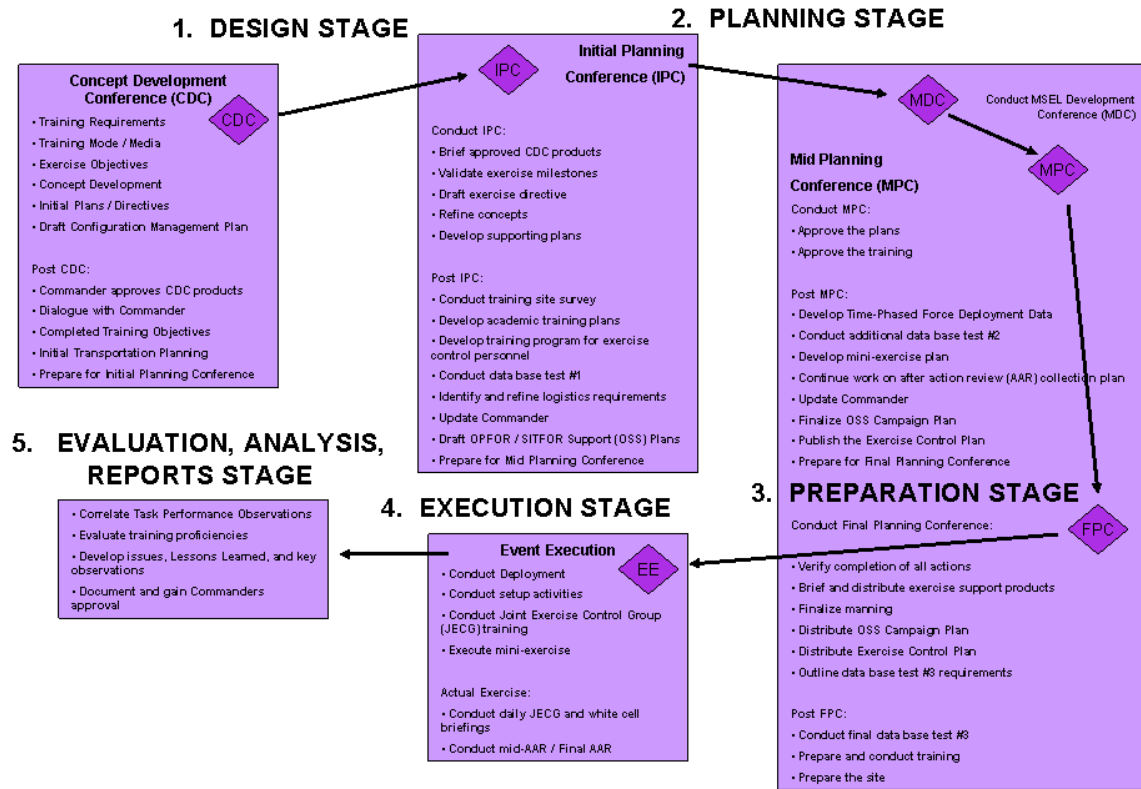


Figure 2. Joint Event Life Cycle<sup>16</sup>

The Planning stage begins at the conclusion of the Initial Planning Conference and ends with the completion of the Middle Planning Conference, roughly eight months prior to event execution. This stage includes developing a master scenario event list, conducting a site survey, and building the initial simulation database. Key objectives of this stage are to develop products approved during the Design stage, and to finalize concepts and supporting plans.

The Preparation stage begins with the conclusion of the Middle Planning Conference and ends with the completion of the Final Planning Conference,

<sup>16</sup> Ibid., E-8.

approximately three months prior to event execution. During this stage, the combatant commander finalizes, approves, and publishes the exercise concepts, supporting plans, draft mission essential task list, and academic training plans. Additionally, he is presented with and approves the schedule for any remaining event tests.

The Execution stage begins with the deployment of support equipment and personnel to the event site and ends with the completion of the facilitated after action review. During this stage, combatant command staffs and the JCW set up and make final preparations at the event site, including communications and simulation systems checks, as well as training the Joint Exercise Control Group and establishing the event battle rhythm. After event completion, the JCW deployable training team provide an after action review that discusses the accomplishment of essential tasks and training objectives, key operational or strategic issues, and significant lessons learned.

The Analysis, Evaluation and Reports stage begins after the deployable training team conducts the facilitated after action review. The team produces a commander's summary report, delivered approximately ten days after event completion, which summarizes event observations, analysis, issues, and after action review process discussion. Within thirty days of event completion, the JCW event lead produces an internal after action report to examine the training event from a design, planning, preparation, and execution perspective. The report's goals are to capture efforts that went well, identify areas that require remedial action, and list significant concerns for follow-up action and resolution.

The final step of the JELC process is particularly relevant to this thesis and concerns efficiencies for achieving cost savings in JELC management and execution.

Essential to JELC management for efficiencies is the constant need to streamline, merge, and where possible eliminate planning events, actions, and milestones to control cost without creating unacceptable risk to event execution.<sup>17</sup> Best practices and insights for achieving efficiencies in the JELC should take into account general cost savings considerations and conservation of resources through combining events, reducing requirements, and leveraging technology. Achieving efficiencies is increasingly important as budgets shrink in a fiscally constrained environment.

This chapter described the methodology and processes currently used to conduct joint military exercises and training events. Declining budgets and diminished resources present a need for increased efficiencies in the joint military training system. One way to maximize these efficiencies is by sharing resources through the synchronization of joint military exercises and training with ongoing and existing military operations, such as presence and stability operations, theater security cooperation efforts, allied nation and coalition partner activities, and perhaps even campaigns and contingencies. This may be accomplished by integrating capability and capacity requirements for military operations into the JELC design and planning stages and throughout the JCW coordination and planning efforts. The next chapter describes the fiscal landscape in more detail, highlighting the nature of challenges in an increasingly constrained fiscal environment.

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<sup>17</sup> Joint Staff (J-7), *Event Handbook*, IV-1.

## **CHAPTER 3**

### **FUNDING AND RESOURCING JOINT MILITARY EXERCISES AND TRAINING**

This chapter provides a description of the funding and resources allocated for joint military exercises and training. It also describes the diminishing resources and the nature of challenges in an increasingly constrained fiscal environment. Data includes historical and projected funding and resource allocations.

#### **Historical Funding and Resourcing for Joint Military Exercises and Training**

The 2006 Quadrennial Defense Review (QDR) identified the need to realign and consolidate joint exercise and training programs to make further advances in joint training and education, and to prepare for complex, multinational, and interagency operations in the future. This directed the Department of Defense to consolidate joint training, prioritize new and emerging missions, and exploit virtual and constructive technologies.<sup>1</sup> Under this guidance, Program Budget Decision 709 was enacted which realigned and consolidated joint training funds from the military services, combatant commands, and the Joint Staff into the Combatant Commander's Exercise, Engagement

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<sup>1</sup> U.S. Department of Defense, *Quadrennial Defense Review Report, 2006* (Washington, DC: U.S. Government Printing Office, 6 February 2006), 78.

and Training Transformation (CE2T2) program.<sup>2</sup> Under the recently published 2014 QDR, the CE2T2 program remains the primary source of funds for major joint, combined exercises. Through joint, combined exercises, the United States visibly demonstrates partnership with security partners across the globe. Likewise, joint training solidifies relationships between the services. The CE2T2 program funds each service's participation in the training and exercises of the other services, and enables better training for the joint fight.<sup>3</sup>

The 2008 Department of Defense Appropriations Bill consolidated all military joint training programs into the CE2T2 program to achieve efficiency and reduce management and administrative costs associated with the joint training portfolio. As will be shown later, the consolidation simplifies the recommendations offered in this research. The bill consolidated funding for the following activities: Joint National Training Capability (JNTC), Joint Knowledge Development and Distribution Capability (JKDDC), Joint Assessment and Enabling Capability (JAEC), Joint Warfighting Center at the U.S. Joint Forces Command (JWC), Joint Deployment Training Center (JDTC), Combatant Command Headquarters Support, Joint Training Information Management System (JTIMS), Joint Training System Specialist Program (JTSSP), and Joint Training Facilitator Program (JTFP).<sup>4</sup> Additionally, consolidation included the joint exercise

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<sup>2</sup> Program Budget Decision 709, approved on 7 December 2006, addresses budget initiatives associated with building partnership capacity, expanding the training transformation business model, providing for contingency procurement requirements and improving resource visibility for the combatant commands.

<sup>3</sup> Frank C. DiGiovanni, "Q&A: Frank C. DiGiovanni," *Geospatial Intelligence Forum*, 22 July 2013.

<sup>4</sup> U.S. Department of Defense, "House Report 110-279," *2008 Appropriations Bill* (Washington, DC: U.S. Government Printing Office, 30 July 2007).

program funded within the Joint Chiefs of Staff, and the military service incremental costs associated with the joint exercise program.

The CE2T2 program budget progressively increased from 2008 through 2012. The consolidated fiscal year 2008 CE2T2 program budget was \$589 million dollars.<sup>5</sup> In 2009, the CE2T2 program budget was \$747 million dollars. The funds were obligated in the following categories: \$670 million dollars (90%) for operations and maintenance; \$57 million dollars (7%) for research, development, test and evaluation; and \$20 million dollars (3%) for procurement. The fiscal year budgets for the Under Secretary of Defense for Personnel and Readiness (USD P&R) were \$802 million dollars in 2010, \$838 million dollars in 2011, and \$950 million dollars in 2012.<sup>6</sup>

### **Projected Funding and Resourcing for Joint Military Exercises and Training**

A turning point, indicative of future funding and resource allocations, took place in fiscal year 2013 with the enactment of sequestration and enforcement of the 2011 Budget Control Act (BCA) to reduce Defense Department expenditures. The 2011 BCA required total projected defense spending to decline by \$487 billion dollars from fiscal years 2012-2021, while sequestration further reduces average annual defense spending by more than \$50 billion dollars each year through fiscal year 2021.<sup>7</sup>

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<sup>5</sup> Ibid.

<sup>6</sup> Office of the Secretary of Defense, Operation and Maintenance, *Defense-Wide Fiscal Year Budgets for 2010-2013* (Washington, DC: U.S. Government Printing Office).

<sup>7</sup> U.S. Department of Defense, *Defense Budget Priorities and Choices - Fiscal Year 2014* (Washington, DC: U.S. Government Printing Office, April 2013), 1.

The Defense Department budget reductions will continue to decrease available funds and resources for the near future. The USD P&R fiscal year 2013 budget was \$822 million dollars, down from \$950 million dollars in fiscal year 2012. The estimated USD P&R fiscal year 2014 budget is \$693 million dollars.<sup>8</sup> Overall, the Defense Department is likely to experience a twenty percent decrease in its budget through fiscal year 2017, to conform with funding reductions imposed by sequestration and the BCA.

Unfortunately, military training programs are prime targets for budgets reductions, since reduction of expenses may yield some of the most immediate cost savings. This certainly affects the CE2T2 program, and particularly affects the Combatant Commanders' ability to conduct joint, combined, and interagency exercises to meet Unified Command Plan (UCP) responsibilities, enhance Joint Force Readiness, and support each combatant command's Theater Campaign Plan. The CE2T2 program supports the joint training requirements of the Department of Defense to include over 120 annual exercises for nine combatant commands, as well as military service joint training down to the tactical level.<sup>9</sup> However, the projected fiscal constraints will limit the number of large and expensive exercises conducted in fiscal year 2014 and beyond. Based on projected budgets and estimated costs, the number of supportable major joint, combined exercises for fiscal year 2015 will decrease from fifteen to twelve. Joint military exercises and engagements further national interests through building partner nation capacity, strengthening alliances, and generating international interest while

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<sup>8</sup> Office of the Secretary of Defense, Operation and Maintenance, *Defense-Wide Fiscal Year Budget Estimate for 2014* (Washington, DC: U.S. Government Printing Office).

<sup>9</sup> Ibid., 34.

shaping the geopolitical environment.<sup>10</sup> A reduction in the funding and resources for CE2T2 exercises and engagements would have a significant international political impact, and would directly affect United States national strategy. In addition, they are essential for training United States military forces. Integrating selected training performed by the individual military services could potentially mitigate limitations imposed by a reduction in funding and resources for CE2T2 exercises and engagements.

The importance of conducting joint military exercises and training to adequately support the United States national strategy will only increase. However, projected fiscal constraints will limit the number of large and expensive exercises conducted in fiscal year 2014 and beyond, challenging the current joint military exercise and training support model. To account for fiscal realities, the Defense Department must consider less expensive methods that achieve joint training objectives across combatant commands.<sup>11</sup>

Thus, in an era of declining budgets and resources, it is imperative to increasingly do more with less through shared interests, combined resources, and innovative techniques. Synchronizing joint military exercises and training events with real-world operations provides a way to leverage shared interests and combine resources. For example, personnel and equipment utilized for joint military exercises and training could serve as a rotational force that provides capabilities and capacity for theater security cooperation and partner nation development efforts. The next chapter describes roles and functions of the Joint Staff, combatant commands, and military services, and provides perspectives on the importance of joint training that also highlight opportunities.

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<sup>10</sup> Ibid., 35.

<sup>11</sup> CJCSN 3500.01, *2014-2017 Chairman's Joint Training Guidance* (Washington, DC: U.S. Government Printing Office, 10 October 2013), 2.



## **CHAPTER 4**

### **PERSPECTIVES ON JOINT MILITARY EXERCISES AND TRAINING**

This chapter describes the roles and functions of the Joint Staff, combatant commands, and military departments regarding joint military exercises and training. Included in this chapter are perspectives that legitimize and justify the importance of joint military exercises and training, as well as highlight applicable opportunities and recommendations for the future.

#### **Roles and Functions of the Joint Staff, Combatant Commands, and Military Departments for Joint Military Exercises and Training**

The CJCS is responsible for overseeing the joint training of the United States military, to achieve strategic and contingency planning and preparation consistent with President and Secretary of Defense guidance and policies.<sup>1</sup> The Joint Staff, combatant commands, and military services support the CJCS in the planning, execution and assessment of joint military exercises and training.

The Joint Staff (J-7), Directorate for Joint Force Development, is the CJCS designated focal point to oversee, monitor, and coordinate joint training policy, issues and concerns.<sup>2</sup> Title 10 CJCS responsibilities executed by the Joint Staff (J-7) include

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<sup>1</sup> CJCSI 3500.01G, *Joint Training Policy and Guidance for the Armed Forces of the United States* (Washington, DC: U.S. Government Printing Office, 15 March 2012), E-1.

<sup>2</sup> Ibid.

cultivating joint force employment doctrine, developing joint training policies, and formulating military education and training policies for service members. Joint Staff (J-7) implied and supporting responsibilities include joint doctrine, joint education, joint training and exercises, joint lessons learned, and joint concept development and experimentation. The Joint Staff (J-7) annually supports a minimum of two major combined exercises per combatant command with scenario development, observer and trainers, exercise management, and subject matter expertise in interagency, information operations, cyber operations, intelligence, strategic communications, public affairs, and other warfighting functional areas.<sup>3</sup> Between these and other exercises, in fiscal years 2012-2013, the Joint Staff (J-7) supported 53 joint training and exercises events, including 5 mission rehearsal exercises, 32 combatant command events, and 16 joint operation modules.<sup>4</sup>

The two main categories of training include training that is conducted by the military services and joint training. Multinational, intergovernmental, and interagency training may occur in either of these categories. Coordination throughout the training continuum is influenced through inter-service training arrangements, and includes training that takes place in functional areas familiar across the military services or joint tasks across multiple combatant commands.<sup>5</sup>

The combatant commands are responsible for conducting the joint training of assigned forces, nominating High Interest Training Requirements (HITR) to force

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<sup>3</sup> Office of the Secretary of Defense, Operation and Maintenance, *Defense-Wide Fiscal Year Budget Estimate for 2014* (Washington, DC: U.S. Government Printing Office), 37.

<sup>4</sup> Joint Staff (J-7), Directorate for Joint Force Development, *Mission Brief* (Suffolk, VA, July 2012), 9.

<sup>5</sup> CJCSI 3500.01G, C-2.

providers, and synchronizing the integration of joint development products and experimentation into training events.<sup>6</sup> Combatant Commanders are responsible for regularly reviewing, updating, and approving Training Proficiency Assessments (TPA) and Mission Training Assessments (MTA) in the Joint Training Information Management System (JTIMS).<sup>7</sup> Combatant Commanders must ensure the readiness of assigned headquarters staff and annually develop, publish, and execute JTPs that adequately address mission capability requirements and the command JMETL.<sup>8</sup> Additionally, they are responsible for Training and Readiness Oversight (TRO) of designated Reserve Component (RC) forces, facilitating suitable, uniform integration of RC forces and augmentees into joint organizations, combatant commands, and Joint Task Force staffs.<sup>9</sup>

Service training is based on joint and service policy and doctrine. It includes operational, technical, and interoperability training for individuals and units pertaining to operational requirements recognized by the Combatant Commanders and required to accomplish their assigned missions.<sup>10</sup> The military services are responsible for maintaining and publishing task lists that match and complement the Universal Joint Task List (UJTL). Services must update their task lists in the Defense Readiness Reporting System (DRRS), and provide comprehensive guidance for service components and

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<sup>6</sup> High Interest Training Requirements (HITR) are selected by the Combatant Commander and are prioritized training requirements that need joint resources and training focus from joint force providers to accomplish readiness in support of mission capability necessities. Source: CJCSI 3500.01G, C-2.

<sup>7</sup> Training Proficiency Assessments (TPA) result from a trainer's assessment of an organization by comparing training proficiency evaluations, event assessments, and other training inputs over time against JMETs, conditions, and standards. Mission Training Assessments (MTA) are a Commander's assessment of the command's ability to accomplish assigned missions. Source: CJCSI 3500.01G, GL-9 and GL-12.

<sup>8</sup> CJCSI 3500.01G, E-7.

<sup>9</sup> Ibid., E-8.

<sup>10</sup> Ibid., C-8.

reserve elements on the development and use of Mission Essential Task Lists (METL).<sup>11</sup>

The secretaries of the military departments are responsible for manning, training, equipping, and organizing interoperable forces for assignment in accordance with combatant command requirements. Deploying forces must be proficient and prepared for engagement as joint capable forces. In addition, they must be ready to endure the theater entry and operational requirements of the Joint Force Commander.<sup>12</sup>

Additionally, the military services are responsible for managing the distribution and execution of allocated CE2T2 program funding in support of joint training and exercise requirements. The services are obligated to support joint and integrated operations training to the fullest extent possible. Meeting this requirement is ideally leveraged by linking joint training and exercises to real-world current operations, which not only enhances the quality of the training, but also manages to conserve funding and resources by utilizing forces that are already being employed. One way to accomplish this is through a comprehensive integrated framework that coordinates activities, capabilities and resources across the combatant commands. This would facilitate aligning resources with requirements by synchronizing training events with ongoing and existing military operations.

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<sup>11</sup> Ibid., D-3.

<sup>12</sup> Ibid., E-12.

## Perspectives on Joint Military Exercises and Training

*“It’s clear we have work to finish in the current conflicts and it should be just as clear that we have work to do in preparing for an uncertain future. Our work must result in a joint force that is responsive, decisive, versatile, interdependent, and affordable.”*

*General Martin E. Dempsey, Chairman of the Joint Chiefs of Staff*

The national security of the United States relies upon a peaceful and stable international order, supported by an open and free international economic system, and upheld by fundamental human rights and each nation’s responsibilities.<sup>13</sup> As budgets shrink and resources diminish, the United States will increasingly need to leverage the capacity and capabilities of partner nations and allies to ensure global security. Regional security is improved by joining with allies and partner nations to build their capacity and promote security, while creating new opportunities for burden sharing.<sup>14</sup> While joint military exercises and training are essential in preparing our forces to conduct campaigns and major operations, they can also contribute to partner nation capacity, strengthen alliances, and shape the geopolitical environment.

The 2012 Defense Strategic Guidance (DSG), *Sustaining U.S. Global Leadership: Priorities for 21st Century Defense*, emphasizes the importance of growing relationships with allies and partner nations to ensure capability and capacity for securing common interests, particularly as the United States rebalances toward the Asia-Pacific region.<sup>15</sup>

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<sup>13</sup> From the Presidential cover letter of the U.S. Department of Defense, *2012 Defense Strategic Guidance – Sustaining U.S. Global Leadership: Priorities for 21st Century Defense* (Washington, DC: U.S. Government Printing Office, January 2012).

<sup>14</sup> Ibid.

<sup>15</sup> Ibid., 2.

The United States “will develop innovative, low-cost, and small-footprint approaches to achieve security objectives, relying on exercises, rotational presence, and advisory capabilities.”<sup>16</sup> According to the DSG, a primary mission of the United States military is to provide a stabilizing presence abroad through rotational deployments and bilateral and multilateral training exercises. “These activities reinforce deterrence, help to build the capacity and competence of [national], allied, and partner forces for internal and external defense, strengthen alliance cohesion, and increase [national] influence.”<sup>17</sup> Further, the DSG recognizes future fiscal constraints, and states, “a reduction in resources will require innovative and creative solutions to maintain our support for allied and partner interoperability and building partner capacity.”<sup>18</sup> Thus, the DSG not only documents the importance of conducting joint military exercises and training, but also addresses the need to conduct them more efficiently with fewer resources.

The recently published 2014 QDR builds upon and updates many of the themes presented in the 2012 DSG, and highlights the importance of building partnerships to support defense of the homeland, constructing global security through power projection, and remaining ready in the event that deterrence fails. It specifically addresses the need to prepare for the future by rebalancing defense efforts during this period of fiscal challenges. For example, the QDR states that the “United States will remain committed to the security of European allies and partners, but under sequestration-level cuts would be unable to continue participating at current levels in joint training and exercises that are

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<sup>16</sup> Ibid., 3.

<sup>17</sup> Ibid., 5.

<sup>18</sup> Ibid.

central to relationships with allies and partners.”<sup>19</sup> This affirms the need to enhance efficiency so that the increasingly constrained pool of resources does not degrade the hard-earned interoperability developed with allies and partners.

In 2012, Chairman of the Joint Chiefs of Staff, General Martin Dempsey, also released the *Capstone Concept for Joint Operations: Joint Force 2020* (CCJO), which emphasizes the importance of agility and flexibility in the United States military through globally integrated operations. “Globally integrated operations is the concept for how the Joint Force should prepare for the [future] security environment... it requires a globally postured Joint Force to quickly combine capabilities with itself and mission partners across domains, echelons, geographic boundaries, and organizational affiliations.”<sup>20</sup> There are eight key elements to globally integrated operations, including partnering, flexibility, and cross-domain synergy.

As the security environment increases in complexity and the United States military decreases in size, partnering will become particularly important for expertise and resources. “Joint Forces must be able to integrate effectively with U.S. governmental agencies, partner militaries, and indigenous and regional stakeholders. This integration must be scalable, ranging from the ability of an individual unit to enroll the expertise of a nongovernmental partner to multi-nation coalition operations.”<sup>21</sup>

Globally integrated operations also provide for more flexibility in how Joint Forces are established and employed. “Future Joint Forces might be increasingly

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<sup>19</sup> U.S. Department of Defense, *Quadrennial Defense Review Report, 2014* (Washington, DC: U.S. Government Printing Office, 4 March 2014), 55.

<sup>20</sup> Martin E. Dempsey, *Capstone Concept for Joint Operations: Joint force 2020* (Washington, DC: U.S. Government Printing Office, 10 September 2012), 4.

<sup>21</sup> *Ibid.*, 6.

organized around specific security challenges themselves, [meaning] mission-based Joint Forces may replace geographically or functionally-based ones.”<sup>22</sup> Thus, current geographic and functional command arrangements may prove to be less effective than hybrid command arrangements in providing greater flexibility for how Joint Forces accomplish their mission. Cross-domain synergy is a core operating concept in future joint operations, and is especially important to defeating anti-access efforts. “Future Joint Forces will thus be positioned to exploit even small advantages in one domain to create or increase advantages in others, compounding those mutually reinforcing advantages until they overwhelm an enemy.”<sup>23</sup>

The recently published CJCS *Joint Training Guidance for 2014-2017* reiterates and amplifies various joint training ideas from the DSG and CCJO, and is intended to support development of JTPs in fiscal year 2015 and beyond. It emphasizes the importance of partnering and a whole of government approach. “The joint community must sustain training with joint, interagency, intergovernmental, and multinational partners. Integration of all U.S. government partners in joint training events is a necessity to ensure that we retain the versatility to effectively combine all elements of U.S. national power to accomplish any mission.”<sup>24</sup>

The guidance also recommends leveraging joint military exercises to evaluate mature concepts that support the continued development of joint doctrine and TTP. Additionally, the guidance suggests that projected fiscal constraints will limit the number of large and expensive exercises conducted in fiscal year 2014 and beyond, challenging

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<sup>22</sup> Ibid.

<sup>23</sup> Ibid., 7.

<sup>24</sup> CJCSN 3500.01, *2014-2017 Chairman’s Joint Training Guidance* (Washington, DC: U.S. Government Printing Office, 10 October 2013), 2.



the current joint military exercise and training support model. “[The] focus must be on the consideration of cheaper training modes and the use of distributed joint training enablers to achieve multiple cross-combatant command joint training objectives.”<sup>25</sup>

The 2013 Joint Staff (J-7) Deployable Training Division publication titled *Joint Operations, Insights and Best Practices* further details lessons learned, doctrine, education, and joint force development recommendations based on joint exercises and ongoing operations. The insights and best practices primarily pertain to the recurring themes of unified action, inclusiveness, synergy, and mission command. The importance of mission command, “the conduct of military operations through decentralized execution based on mission-type orders,”<sup>26</sup> and the role of the Commander are particularly emphasized. A key insight is that Joint Force Commanders must continue to strive to effectively and efficiently prioritize and allocate limited resources, by developing Commander’s Critical Information Requirements (CCIR) to focus efforts, and by dual-hatting themselves as Service Force Commanders.<sup>27</sup>

This chapter described the joint training related roles and functions of the Joint Staff, combatant commands, and military services. It also included perspectives from various strategic documents and military publications that stress the importance of supporting and conducting joint military exercises and training, while highlighting opportunities and recommendations for the future. The DSG not only documents the importance of conducting joint military exercises and training, but also recognizes the

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<sup>25</sup> Ibid.

<sup>26</sup> Joint Chiefs of Staff, *Joint Operations, Joint Publication 3-0* (Washington, DC: U.S. Government Printing Office, 11 August 2011), II-2.

<sup>27</sup> Joint Staff (J-7), Deployable Training Division, *Joint Operations, Insights and Best Practices*, 4<sup>th</sup> Edition (Suffolk, VA, March 2013), 22.

need to conduct them more efficiently with fewer resources. Synchronizing joint training events with ongoing and existing military operations provides such efficiencies through resource sharing. The CCJO emphasizes the need for increased partnering efforts and improved integration to effectively respond to mission specific security challenges. One way to achieve this is through a globally networked approach. In other words, a method that facilitates seamless communication and information sharing across domains on a global scale, and synchronizes joint training activities with real-world operations. The Chairman's *Joint Training Guidance for 2014-2017* further emphasizes the importance of sustaining joint training with a whole of government approach, and achieving cross-combatant command synergy to conserve resources. A comprehensive integrated framework that coordinates activities, capabilities and resources across the combatant commands would facilitate aligning resources with requirements by synchronizing training events with ongoing and existing military operations. Such a framework would certainly contribute to a Joint Force Commander's ability to effectively and efficiently prioritize and allocate limited resources, a key take-away from *Joint Operations, Insights and Best Practices*.

The next chapter describes existing and ongoing military operations, such as presence and stability operations, theater security cooperation and humanitarian assistance efforts, allied nation and coalition partner activities, and campaigns and contingencies. These real-world operations provide synergistic opportunities for joint exercises and events, focused toward leveraging resources and enhancing training.

## **CHAPTER 5**

### **DESCRIPTION OF EXISTING AND ONGOING MILITARY OPERATIONS**

This chapter describes existing and ongoing military operations such as campaigns and contingencies, presence and stability operations, theater security cooperation and humanitarian assistance efforts, and allied nation and coalition partner activities. It identifies existing and ongoing military operations that may provide synergistic opportunities for joint military exercises and training.

#### **Campaigns and Contingencies**

The United States has a long history of involvement in military campaigns and contingency operations in support of national security interests. Even as the United States nears the end of more than a decade of war, the fiscal year 2014 Department of Defense budget requested \$79.4 million dollars in Overseas Contingency Operations (OCO) funding for Afghanistan, related to Operation Enduring Freedom (OEF) activities.<sup>1</sup> The United States supports numerous ongoing campaigns and contingencies, which may provide synergistic opportunities and resources for joint military exercises and training.

The largest ongoing campaign is OEF, pertaining to military operations in Afghanistan. The United States military continues the drawdown of forces in

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<sup>1</sup> From U.S. Department of Defense, *Fiscal Year 2014 Budget Request, Addendum A, Overseas Contingency Operations* (Washington, DC: U.S. Government Printing Office, May 2013).

Afghanistan, while actively strengthening the Afghan National Security Forces (ANSF) to maintain and expand security in the face of the insurgency.<sup>2</sup> The goal in Afghanistan remains to disrupt, dismantle, and defeat Al Qaeda and to prevent its return to either Afghanistan or Pakistan. The upcoming elections in Afghanistan, together with the Taliban's sustained insurgency vis-à-vis disconcerted international support for a still emerging national army, make 2014 a critical year for the country.<sup>3</sup>

Several other regions are rife with conflict and instability, and may require United States security forces to intervene. The conflict in Syria continues, and there is little indication it will stop any time soon. In fact, it may claim even more lives, as it increasingly threatens to involve Lebanon and Iraq.<sup>4</sup> Meanwhile, the Central African Republic (CAR) has collapsed into violence, the South Sudan is on the cusp of a civil war, and Libya's post-Qaddafi transition is precarious.<sup>5</sup> Other regions exhibit signs of potential instability, such as organized crime in Central America, the threat of insurgency in the North Caucasus, and unachievable centralized governance in places like Mali, Libya, Sudan, Iraq, Afghanistan, Somalia, and Yemen.<sup>6</sup> United States intervention is likely to increase as more regions of the world become less stable due to underdevelopment, inequality, and predatory rule.

The United States supports several ongoing contingency operations, funded through the Department of Defense base budget. These include operations in Bosnia,

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<sup>2</sup> Ibid.

<sup>3</sup> Louise Arbour, "Next Year's Wars: From Sochi to Sudan, 10 Conflicts That Will Threaten Global Stability in 2014," *Foreign Policy*, 30 December 2013.

<sup>4</sup> Ibid.

<sup>5</sup> Ibid.

<sup>6</sup> Ibid.

Kosovo, Honduras, the Caribbean and Central America, the Trans Sahara region, and the Horn of Africa. The United States maintains a small presence in Bosnia for continued peacekeeping and capacity building missions, in conjunction with the European Union's Operation Althea and the rest of the international community.<sup>7</sup> United States forces in Kosovo are responsible for responding to regional contingencies as part of the North Atlantic Treaty Organization (NATO) Multinational Brigade East peacekeeping force and Operation Joint Guardian.<sup>8</sup>

Joint Task Force (JTF) Bravo originated in the Republic of Honduras and currently supports United States interests throughout Central America. It focuses on countering transnational organized crime, conducting humanitarian assistance and disaster relief, and building partner capacity to promote regional cooperation and security.<sup>9</sup> It is a contingency operation that already supports joint, combined, and interagency exercises. "JTF Bravo normally supports three to five large exercises a year that are directed by the Chairman of the Joint Chiefs of Staff."<sup>10</sup>

Operation Enduring Freedom in the Caribbean and Central America (OEF-CCA) is a United States regional counter-terrorism military operation designed to isolate, disrupt, and interdict terrorist threats.<sup>11</sup> Operation Enduring Freedom in the Trans Sahara (OEF-TS) is a Department of State led counter-terrorism program, supporting United

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<sup>7</sup> Office of the Secretary of Defense, *Fiscal Year (FY) 2014 President's Budget, Justification for Component Contingency Operations and the Overseas Contingency Operation Transfer Fund (OCOTF)* (Washington, DC: U.S. Government Printing Office, May 2013), 5.

<sup>8</sup> Ibid., 7.

<sup>9</sup> Ibid., 8.

<sup>10</sup> Ibid.

<sup>11</sup> Ibid., 9.

States Africa Command (AFRICOM) military operations in ten African partner nations.<sup>12</sup>

AFRICOM provides training, equipment, assistance and advice to various African armed forces, to increase their capacity and capability to deny safe haven to terrorists.<sup>13</sup>

Additionally, under OEF-TS, AFRICOM engages African partner nations through joint planning assistance teams, mobile training teams, international military education and training, and joint, combined, and multinational exercises.<sup>14</sup> Operation Enduring

Freedom Horn of Africa (OEF-HOA) supports the United States Navy combat command support activity at Camp Lemonnier, Djibouti, as well as special operations, civil affairs, and military information support operations in the Horn of Africa.<sup>15</sup>

### **Presence and Stability Operations**

The 2012 DSG states “U.S. forces will conduct a sustainable pace of presence operations abroad, including rotational deployments, bilateral, and multilateral training exercises. These activities reinforce deterrence, help to build the capacity and competence of U.S., allied, and partner forces for internal and external defense, strengthen alliance cohesion, and increase U.S. influence.”<sup>16</sup> This includes a military rebalance toward the Asia-Pacific region. This rebalance emphasizes presence and power projection in Anti-Access/Area-Denial (A2/AD) areas such as in the Taiwan Strait and

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<sup>12</sup> Ibid., 1.

<sup>13</sup> Ibid., 11.

<sup>14</sup> Ibid.

<sup>15</sup> Ibid., 12.

<sup>16</sup> U.S. Department of Defense, *2012 Defense Strategic Guidance – Sustaining U.S. Global Leadership: Priorities for 21st Century Defense* (Washington, DC: U.S. Government Printing Office, January 2012), 5.

South China Sea, where freedom to operate may be challenged by asymmetric means. During his recent visit to Australia in October 2013, Admiral Harry B. Harris, Jr., Commander of the U.S. Pacific Fleet, stated that “Asia-Pacific rebalance initiatives by the U.S. Navy and Marine Corps team include the first deployment of the new Littoral Combat Ship to Southeast Asia, the deployment of Marines to Australia, the arrival of Virginia-class submarines and San Antonio-class amphibious landing dock ships, and the future deployment of the P-8 Poseidon, the MV-22 Osprey, and the Joint Strike Fighter aircraft.”<sup>17</sup> The Army has also taken initiatives that focus on the Asia-Pacific rebalance, such as expanding partnerships and exercises with allies, boosting foreign military sales, and regionally aligning units. The Army has significantly increased its footprint in the Asia-Pacific region, and currently has roughly 18,500 soldier stationed in Korea, 2,400 in Japan, 2,000 in Guam, 480 in the Philippines, 22,300 in Hawaii and 13,500 in Alaska.<sup>18</sup>

The main priority of the Asia-Pacific rebalance is not to prepare for a conflict with China, but rather, to shape the environment so that such a conflict is never necessary. Thus, it is essential that the United States achieve and maintain a balanced combination of assurance and dissuasion to shape the Asia-Pacific environment. One way to accomplish this is through “capacity building for partners that face internal and external vulnerabilities, cooperation on common challenges such as humanitarian

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<sup>17</sup> From U.S. Pacific Fleet Public Affairs, “Pacific Fleet Commander Reaffirms Rebalance Commitment,” *Navy News Service*, No. NNS131031-39, 31 October 2013.

<sup>18</sup> Kris Osborn, “Army Increases Commitment to Pacific Re-Balance,” *Dodbuzz.com*, 17 October 2013, <http://www.dodbuzz.com/2013/10/17/army-increases-commitment-to-pacific-re-balance/> (accessed 27 December 2013).

assistance and disaster relief, and joint and combined training that enhances interoperability and makes for more effective coalitions in crises.”<sup>19</sup>

### **Theater Security Cooperation and Humanitarian Assistance Efforts**

The 2011 National Military Strategy (NMS) states that one of the key national military objectives is to strengthen international and regional security. It also states that “the Joint Force, Combatant Commanders, and Service Chiefs shall actively partner with other U.S. Government agencies to pursue theater security cooperation,” and that “humanitarian assistance and disaster relief activities address partner needs and sometimes provide opportunities to build confidence and trust between erstwhile adversaries.”<sup>20</sup> The United States Theater Security Cooperation (TSC) and Humanitarian Assistance/Disaster Relief (HA/DR) efforts across the globe contribute to that, particularly in Africa and the Asia-Pacific region. Access and relationships fostered through TSC and HA/DR efforts often support United States national interests.

The 2012 DSG states that one of the primary missions of the United States military is to conduct humanitarian and disaster relief operations, to ensure the safety and well-being of American citizens and those of other countries. United States forces “possess rapidly deployable capabilities, including airlift and sealift, surveillance, medical evacuation and care, and communications that can be invaluable in supplementing lead relief agencies, by extending aid to victims of natural or man-made

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<sup>19</sup> David J. Berteau and Michael J. Green, “U.S. Force Posture Strategy in the Asia Pacific Region: An Independent Assessment,” *Center for Strategic and International Studies*, August 2012, 5.

<sup>20</sup> Chairman, Joint Chiefs of Staff, *The National Military Strategy of the United States of America* (Washington, DC: U.S. Government Printing Office, 8 February 2011), 15.



disasters, both at home and abroad.”<sup>21</sup> Additionally, the NMS offers that HA/DR activities address the needs of partner nations, build confidence and trust, and help the United States maintain access and relationships that support national interests.<sup>22</sup> Over the years, the United States held the leading role in numerous well-known HA/DR efforts, including: Operation Unified Assistance, the 2004 tsunami relief effort in Indonesia; Operation Unified Response, the 2010 earthquake relief effort in Haiti; the 2010 flooding relief effort in Pakistan; Operation Tomodachi, the 2011 earthquake and tsunami relief effort in Japan; and Operation Damayan, the ongoing typhoon relief effort in the Philippines.

United States military involvement in HA/DR efforts builds partnerships, furthers national interests, improves the American public image, and is simply the right thing to do. For example, Operation Damayan, the recent United States military HA/DR effort in the typhoon ravaged Philippines, not only portrays America in a favorable light, but also serves as a strategic opportunity to show America's capability for handling warfare.<sup>23</sup> Humanitarian missions are ideal for exercising crisis action planning, extending military-to-military alliances, and provide a superb realistic training environment. Operation Damayan afforded the United States the opportunity to engage with Australia, Indonesia, Japan, Malaysia, Singapore, South Korea, Taiwan, Brunei, Great Britain, New Zealand and Thailand in relief efforts.<sup>24</sup> For many of these allies, Operation Damayan is an affirmation of the United States commitment to international stability. For those who are

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<sup>21</sup> U.S. Department of Defense, *2012 Defense Strategic Guidance*, 6.

<sup>22</sup> Chairman, Joint Chiefs of Staff, 15.

<sup>23</sup> Eric Talmadge, “Aid to Philippines a chance to boost US image in Asia,” *Associated Press*, 17 November 2013.

<sup>24</sup> *Ibid.*

more closely aligned with China, such as Cambodia, Laos and Myanmar, the relief effort sends the message that the United States remains the biggest power in the region.<sup>25</sup>

The United States rebalance to the Asia-Pacific region offers many opportunities for increased regional security cooperation. The future holds an increasing range of multilateral relationships and expanded bilateral security ties exists among states in this region. The United States works with Japan and South Korea to help improve security ties between them, enhance military cooperation, and preserve regional stability. The NMS states that the United States “will expand the scope and participation of multilateral exercises across the region,” and “seek expanded military cooperation with India on nonproliferation, safeguarding the global commons, and countering terrorism.”<sup>26</sup> Additionally, the United States aims to expand military security cooperation, exchanges, and exercises with the Philippines, Thailand, Vietnam, Malaysia, Pakistan, Indonesia, and Singapore.<sup>27</sup> These TSC efforts will certainly enhance partnerships and help provide the United States with a diversified presence and operational access throughout the region.

United States joint forces also conduct extensive TSC missions and build partner capacity in Africa, focusing on areas where terrorism poses a threat to national security. The NMS states that the United States “will continue to counter violent extremism in the Horn of Africa, particularly Somalia and the Trans-Sahel,” and work in other areas to help reduce the security threat to innocent civilians.<sup>28</sup> Further, the United States will “help facilitate the African Union’s and the Regional Economic Communities’

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<sup>25</sup> Ibid.

<sup>26</sup> Chairman, Joint Chiefs of Staff, 14.

<sup>27</sup> Ibid.

<sup>28</sup> Ibid., 12.

development of their military capacity, including the African Stand-by Force, to address the continent's many security challenges.”<sup>29</sup> A rising threat of Islamist terrorism, recently presented by Al Qaeda-linked militants in Somalia, Yemen and the Sahel region, demonstrates Africa's increasing importance to United States military and counter-terrorism operations.<sup>30</sup> The United States recently invested in significant improvements at Camp Lemmonier in Djibouti, home to conventional forces specializing in training African militaries, as well as special forces who conduct covert missions across Africa and the Arabian Peninsula.<sup>31</sup> These TSC efforts greatly contribute to America's goals of countering terrorism, building partner capacity, and increasing regional stability.

### **Allied Nation and Coalition Partner Activities**

The national security of the United States relies upon strong partnerships, alliances, and coalitions across the globe. The quality and quantity of these relationships must increase to leverage resources and share security burdens in this fiscally constrained environment. A key objective of the 2011 NMS is to counter violent extremism, facilitated by strengthening and expanding the network of partnerships for both increased capacity and to reduce terrorist safe-havens. The NMS states that the United States “will nest efforts to build partner capacity with broader national security priorities, consolidate institutional processes, and improve coordination across agencies” while fostering

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<sup>29</sup> Ibid.

<sup>30</sup> Shashank Bengali, “U.S. Military Investing Heavily in Africa,” *Los Angeles Times*, 20 October 2013.

<sup>31</sup> Ibid.

reliable military-to-military relationships.<sup>32</sup> This requires that the United States continue to leverage mature alliances and coalitions, such as with Europe and NATO, while building partnerships and relationships with emerging nations in Africa and the Asia-Pacific region.

NATO remains the leading multilateral alliance for the United States, and drives defense relations with Europe. Despite a rebalance to the Asia-Pacific region, the United States will maintain strong ties with European allies, and contribute to the region's safety and security. The NMS states that "NATO members act as a stabilizing force on its perimeter, which ranges from the Middle East and the Levant, Northern Africa, the Balkans, and the Caucasus," and that the United States "will actively support closer military-to-military relations between the Alliance and Europe's non-NATO nations, some of which have reliably contributed to trans-Atlantic security for decades."<sup>33</sup> Russia's recent invasion of Ukraine and annexation of Crimea highlight that there is an ongoing need for the United States to support and remain faithful to the NATO alliance.

The European Phased Adaptive Approach (EPAA) to missile defense in Europe demonstrates America's sustained commitment to European regional security. This includes the homeport shift of numerous Aegis destroyer ships to Rota, Spain, and the development of ballistic missile defense sites in Romania and Poland.<sup>34</sup> The NMS also states that the United States will "increase dialogue and military-to-military relations with Russia, building on successful efforts in strategic arms reduction," and cooperate with

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<sup>32</sup> Chairman, Joint Chiefs of Staff, 6.

<sup>33</sup> *Ibid.*, 12.

<sup>34</sup> U.S. Department of State, "United States European Phased Adaptive Approach (EPAA) and NATO Missile Defense," *U.S. Department of State Arms Control and International Security Fact Sheet*, 3 May 2011.

Russia on counter-terrorism, counter-proliferation, and ballistic missile defense.<sup>35</sup> As the significance of the arctic region expands due to climate change, America's relationship with Russia and Canada will become increasingly important.

The rebalance of forces to the Asia-Pacific region offers the United States the opportunity to grow partnerships with existing allies, and develop new partnerships with emerging nations. The United States will certainly continue to expand its security relationships with Japan, South Korea, and Australia to increase military capability and capacity in the Asia-Pacific region. However, the NMS states that the United States will also "expand military security cooperation, exchanges, and exercises with India, the Philippines, Thailand, Vietnam, Malaysia, Pakistan, Indonesia, Singapore, and other states in Oceania – working with them to address domestic and common foreign threats to their nation's integrity and security."<sup>36</sup> Development of these security ties will not only strengthen regional security, but will also contribute to America's presence and access in the Asia-Pacific region.

The United States also seeks a positive and cooperative relationship with China, but its burgeoning military modernization and assertiveness in maritime and air domains are of growing concern. The 2014 QDR states that "China will continue seeking to counter U.S. strengths using A2/AD approaches and by employing other new cyber and space control technologies."<sup>37</sup> However, the United States is committed to improving peace and stability in the Asia-Pacific region. The NMS suggests that the United States "will be prepared to demonstrate the will and commit the resources needed to oppose any

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<sup>35</sup> Chairman, Joint Chiefs of Staff, 13.

<sup>36</sup> Ibid., 14.

<sup>37</sup> U.S. Department of Defense, *Quadrennial Defense Review Report, 2014*, 6.

actions that jeopardize access to and use of the global commons and cyberspace, or that threaten the security of our allies.”<sup>38</sup>

Regional and international cooperation are particularly essential in addressing transnational security challenges. The NMS states that “response to natural disasters and transnational threats such as trafficking, piracy, proliferation of Weapons of Mass Destruction (WMD), terrorism, cyber-aggression, and pandemics are often best addressed through cooperative security approaches that create mutually beneficial outcomes.”<sup>39</sup> Addressing transnational security challenges will almost certainly require detailed coordination with partners and allies across regional seams.

This chapter described numerous existing and ongoing military operations that offer potential synergistic opportunities for joint military exercises and training. These real-world operations include campaigns and contingencies, presence and stability operations, theater security cooperation and humanitarian assistance efforts, and allied nation and coalition partner activities. Coordinating joint training activities with real-world operations would enable resource sharing while enhancing the quality of training. For example, capabilities and capacity from joint training activities could supplement requirements for real-world operations. Meanwhile, increased collaboration and real-time requirements enhance the depth of achieving training related goals and objectives. The next chapter describes recommendations that focus on synchronizing and sharing resources among joint training activities and real-world operations by utilizing a globally networked approach and an integrated framework.

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<sup>38</sup> Chairman, Joint Chiefs of Staff, 14.

<sup>39</sup> Ibid., 15.

## **CHAPTER 6**

### **RECOMMENDATIONS**

In this dynamic, complex and uncertain global environment, supporting and conducting joint military exercises and training will continue to remain vitally important for the United States to strengthen ties with allies and foreign nations, build partner capacity, maintain military proficiency, and ensure national security. However, projected funding and resource constraints suggest a need to achieve efficiencies in military operations, exercises and engagements. These efficiencies are best achieved by leveraging a globally networked approach and an integrated framework that synchronizes and shares resources for joint military exercises and training with existing and ongoing military operations.

As mentioned previously, major joint, combined exercises are conducted through the CE2T2 program, which also funds each service's participation in the training and exercises of the other services. The CE2T2 program functions as a rather independent program, in which the combatant commands individually prioritize major joint, combined exercises based on their theater objectives and requirements. These prioritized inputs are submitted to the Joint Staff (J-7) for consolidation and reprioritization. The Joint Staff (J-7) applies various criteria to the prioritized inputs from the combatant commands, and uses a statistical analysis tool (such as the Rank Order Centroid (ROC) method) to create

an overall prioritized list of exercises and training events.<sup>1</sup> The number of supportable events is determined based on the estimated costs and available funding. The overall prioritized plan is submitted for approval, and eventual scheduling and distribution.

The fiscal year 2014 plan for major joint, combined exercises is shown in Figure 3 below. The nominal equitable distribution includes two exercises supported for each of the combatant commands. Listed are nineteen total exercises, with the first fifteen exercises supportable based on estimated costs and available funding.

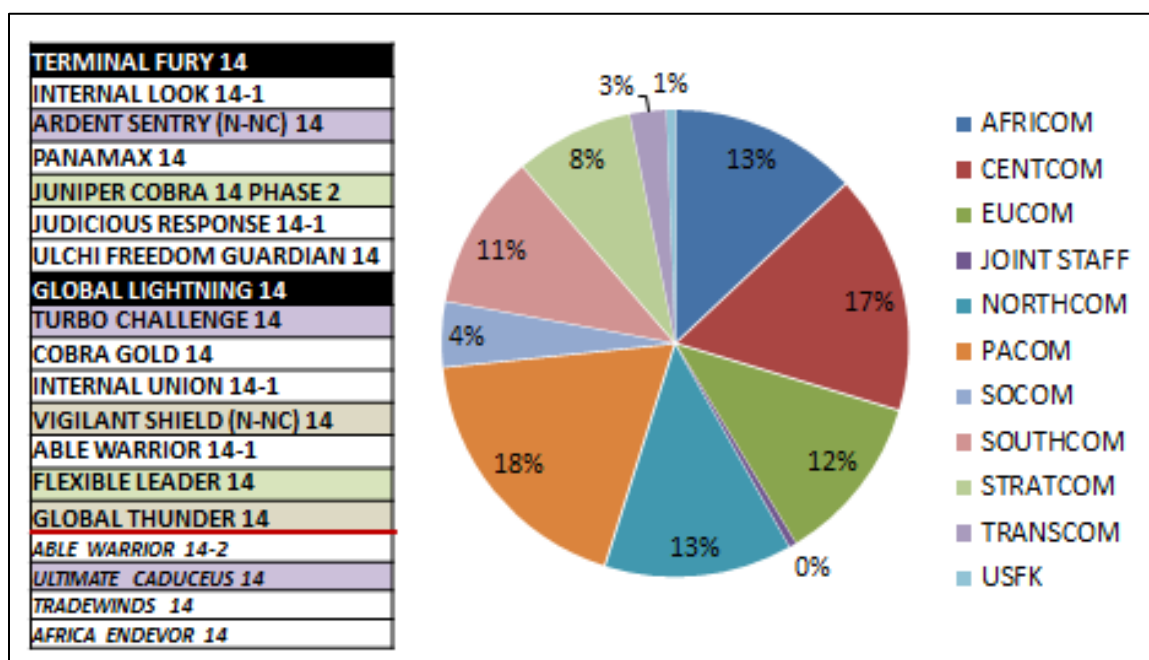


Figure 3. Fiscal Year 2014 Major Joint, Combined Exercises

Source: Joint Staff (J-7) WJTC 13 Executive Session Brief

<sup>1</sup> The Rank Order Centroid (ROC) method is a statistical analysis tool in the field of modern decision theory, in which weight is given to a number of criteria ranked according to their importance. Criteria applied to the individual prioritized inputs received from the combatant commands include national interests, end states, program goals and objectives, force allocation, linkages, and integration. The ROC method is then used to create an overall prioritized list of events.



The list of major joint, combined exercises is certainly not an all-inclusive list of joint exercises and training events conducted by the military services. However, these events are the largest in scope, and require a majority of the resources and funding. Based on projected budgets and estimated costs, the number of supportable major joint, combined exercises for fiscal year 2015 will decrease from fifteen to twelve. The number of supportable major joint, combined exercises is likely to either remain the same or decline further through fiscal year 2021, due to fiscal constraints imposed by the BCA and sequestration.

Effectively supporting future training events is best achieved by leveraging a globally networked approach. A globally networked approach suggests that individual groups or participants seamlessly communicate, collaborate and share information to synchronize activities and improve overall knowledge and understanding. Real-time information sharing increases visibility, transparency, and synergy. Leveraging a globally networked approach is defined as seamlessly sharing information among participants using the technical infrastructure to synchronize activities and enhance collaboration. One way to do this is by merging the data systems that contain the resources available for exercises and training with those for real-world operations. Currently, the Joint Staff uses JTIMS to source joint military exercises and training events, while real-world operations are sourced through the Joint Capabilities Requirements Manager (JCRM) and the Preferred Force Generation (PFG) application. Integrating these resource management systems would consolidate the pool of available resources and would facilitate the seamless sharing of information to synchronize activities.

Consolidating and sharing resources leads to greater effectiveness and increased efficiency. For example, there will be a decrease in available military resources - most likely for several years - due to defense department budget cuts and sequestration. At the same time, the military must maintain its readiness and the national security of the United States relies upon increased partnerships and coalitions, now more than ever. Thus, the available resources for conducting joint military exercises and training are decreasing, while the importance of these activities has not changed, and may even be increasing. Utilizing a globally networked approach strengthens and builds essential partnerships, alliances, and coalitions, while facilitating the sharing of military resources.

An integrated framework further enhances the shared understanding and collaboration gained through a globally networked approach, by synchronizing joint military exercises and training with existing and ongoing military operations. The current CE2T2 program captures joint staff and combatant command priorities, but joint military exercises and training events are largely conducted independent of existing and ongoing military operations. An integrated framework that includes both exercises and training events, as well as real-time military activities and operations, improves readiness by enhancing the quality of training, while increasing efficiency sharing resources. Additionally, incorporating a globally integrated framework applied across geographic regions reveals key intersections among participants, missions and regions, which help better coordinate planning efforts.

An integrated framework that merges joint military exercises and training events with real-time military operations would enable increased collaboration and coordination among participants, facilitate the sharing of resources, and improve the military's

readiness to achieve national goals and objectives. A simplified proposal for the integrated framework activity coordination template is presented in Figure 4, adapted from the optional follow-on stage of the Joint Staff (J-7) Future Joint Force Development *Unity of Effort* framework to aid Department of Defense and interagency planning efforts.<sup>2</sup> The focus is on the coordination of activities to identify the capabilities and capacity of participants, determine opportunities for collaboration, and coordinate efforts. The process captures the input from the combatant commanders, as well as input from the range of participants, including partner nations and nongovernmental organizations. The data collected allows planners to identify and prioritize activities that maximize collaboration and preserve resources, while focusing on high-level mission requirements and national security interests.

Figure 4 provides an example of the integrated framework coordination template that may be used for a combatant command. The integrated framework template is divided into two main categories: requirements and resources. Each category should be populated with both current and projected activities for the specified participant (in this example, AFRICOM). Requirements category activities include campaigns, contingencies, presence and stability operations, theater security cooperation efforts, and humanitarian assistance and disaster relief efforts. For each activity, the required capabilities and capacity of resources should be identified. Resources category activities include allied nation and coalition partner activities, major joint and combined exercises, and other operations or training events. Respective capabilities and capacity for each of these activities should also be included.

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<sup>2</sup> Joint Staff (J-7), Future Joint Force Development Deputy Directorate, *Unity of Effort Framework Solution Guide: Improving Unity of Effort* (Suffolk, VA, 31 August 2013).

The integrated framework template makes it possible to quickly and easily identify required critical capabilities, as well as visualize and prioritize activities. The precious pool of constrained resources can then be utilized to address the most critical requirements first, then the remainder of the activities based on their relative priority. Utilizing a template such as the integrated framework enables the ability to ideally match capabilities and capacity with prioritized activities. In addition, it informs the resource providers of the most critical requirements, as well as those requirements that have a low priority. This information can help the units and organizations providing resources to build or maintain proficiency in the most sought after capabilities.

A fully populated integrated framework for a combatant command should provide an overview of the required capabilities and capacity for activities within the theater, as well as capabilities and capacity from activities that provide resources. In this example, the resource providers consist of capabilities and capacity from allied nation and coalition partner activities, major joint and combined exercises, and other operations or training events. This pool of resources may serve as rotational forces that supplement the capabilities and capacity for required combatant command activities, such as presence and stability operations, TSC and HADR efforts, and campaigns and contingencies.

Integrated Framework Activity Coordination Template				
<i>Note: Complete for each category. Examples shown in italics.</i>				
Participant		Activity	Capabilities	Capacity
R E Q U I R E M E N T S	Campaigns			
	AFRICOM	Campaign 1	<i>CT, ISR</i>	<i>SOF PLT, 3 UAV</i>
	AFRICOM	Campaign 2	<i>BMD, STRIKE</i>	<i>3 DDG or CSG</i>
	Contingencies			
	AFRICOM	Contingency 1		
	AFRICOM	Contingency 2		
	Presence Operations			
	AFRICOM	Presence 1		
	AFRICOM	Presence 2		
	Stability Operations			
	AFRICOM	Stability 1		
	AFRICOM	Stability 2		
	Theater Security Cooperation Efforts			
	AFRICOM	TSC 1		
	AFRICOM	TSC 2		
	Humanitarian Assistance / Disaster Relief Efforts			
	AFRICOM	HADR 1		
	AFRICOM	HADR 2		
R E S O U R C E S	Allied Nation and Coalition Partner Activities			
	AFRICOM	ANCP 1		
	AFRICOM	ANCP 2		
	Major Joint, Combined Exercises			
	AFRICOM	Exercise 1		
	AFRICOM	Exercises 2		
	Other Operations or Training Events			
	AFRICOM	Other 1		
	AFRICOM	Other 2		

Figure 4. Integrated Framework Activity Coordination Template (for AFRICOM)

Each combatant command could develop a similar framework that is focused on their specific area of operations. The Joint Staff would then act as the global synchronizer and develop a comprehensive framework that captures the combined activities of the functional and geographic combatant commands. The Joint Staff would facilitate discussions among the combatant commands that compare and contrast activities, capabilities and capacity. The dialogues should also identify gaps and seams, as well as shortfalls and redundancies. Finally, the conversations should address the relative importance of activities in meeting high-level mission requirements and national security interests. These discussions should facilitate the preparation of a comprehensive framework that aligns combatant command requirements and resources on a global scale and identifies capability gaps, overlapping requirements, and resource sharing opportunities. The Joint Staff could then brief the senior leaders and decision makers on the findings and recommendations of the integrated framework activity coordination process, and provide a proposed plan that best aligns resources with requirements for a specified period. The approved plan can then be distributed and executed.

Thus, utilizing an integrated framework through a globally networked approach enables and facilitates collaboration among the United States joint military force, as well as partner nations and allies. It also affords participants the ability to provide unique capabilities and differing perspectives in a variety of activities, including existing and ongoing military operations as well as exercises and training events. Finally, it promotes and enhances the ability to share military resources and develop capacity, which is particularly important in an increasingly constrained fiscal environment.

## **CHAPTER 7**

### **CONCLUSION**

The complex and dynamic global security environment continues to rapidly change. Regions with conflict and instability are prone to increase due to a variety of circumstances, such as underdevelopment, inequality, and predatory rule. This jeopardizes the national security of the United States, which relies upon a stable international order, supported by free economic trade and fundamental human rights. The United States can improve regional security by joining with allies and partner nations to build their capacity and promote security, while creating new opportunities for burden sharing. Joint military exercises and training are essential in preparing our forces to conduct campaigns and major operations, but also build partner nation capacity, strengthen alliances, and shape the geopolitical environment.

Supporting and conducting joint military exercises and training will continue to remain vitally important to the national security of the United States. However, projected funding and resource constraints suggest that it will be necessary to achieve efficiencies in military operations, exercises and engagements. These efficiencies can be achieved by leveraging a globally networked approach and an integrated framework that shares resources and synchronizes joint military exercises and training with existing and ongoing military operations.

## **LIST OF ACRONYMS**

A2/AD	Anti-Access/Area-Denial
AFRICOM	United States Africa Command
ANSF	Afghan National Security Forces
BALTOPS	Baltic Operations
BCA	Budget Control Act
CAR	Central African Republic
CCIR	Commander's Critical Information Requirements
CCJO	Capstone Concept for Joint Operations: Joint Force 2020
CE2T2	Combatant Commander's Exercise, Engagement and Training Transformation
CEP	Chairman of the Joint Chiefs of Staff Exercise Program
CJCS	Chairman of the Joint Chiefs of Staff
CoL	Continuum of eLearning
DANEX	Danish Exercise
DSG	Defense Strategic Guidance
EPAA	European Phased Adaptive Approach
EUCOM	United States European Command
HA/DR	Humanitarian Assistance/Disaster Relief
HITR	High Interest Training Requirements
ITD	Individual Training Division
JAEC	Joint Assessment and Enabling Capability
JCTD	Joint Collective Training Division



JDTC	Joint Deployment Training Center
JCW	Joint and Coalition Warfighting
JEB	Joint Exercises Branch
JELC	Joint Event Life Cycle
JID	Joint Inter-Operability Division
JTIMS	Joint Training Information Management System
JKDDC	Joint Knowledge Development and Distribution Capability
JKO	Joint Knowledge Online
JMET	Joint Mission-Essential Tasks
JMETL	Joint Mission Essential Task List
JNTC	Joint National Training Capability
JTD	Joint Training Branch
JTF	Joint Task Force
JTFP	Joint Training Facilitator Program
JTIMS	Joint Training Information Management System
JTP	Joint Training Plan
JTS	Joint Training System
JTSSP	Joint Training System Specialist Program
JWC	Joint Warfighting Center at the U.S. Joint Forces Command
MTA	Mission Training Assessments
NATO	North Atlantic Treaty Organization
NMS	National Military Strategy
OCO	Overseas Contingency Operations

OCOTF	Overseas Contingency Operation Transfer Fund
OEF	Operation Enduring Freedom
OEF-CCA	Operation Enduring Freedom in the Caribbean and Central America
OEF-HOA	Operation Enduring Freedom Horn of Africa
OEF-TS	Operation Enduring Freedom in the Trans Sahara
QDR	Quadrennial Defense Review
RC	Reserve Component
ROC	Rank Order Centroid
TPA	Training Proficiency Assessments
TRO	Training and Readiness Oversight
TSC	Theater Security Cooperation
TTP	Tactics, Techniques and Procedures
UCP	Unified Command Plan
USD P&R	Under Secretary of Defense for Personnel and Readiness
WMD	Weapons of Mass Destruction

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## VITA

**Holger Michael Wagner**

*Commander, United States Navy*

Commander Wagner was commissioned in 1997 from the University of Florida Naval Reserve Officer Training Corps program. He is a Surface Warfare Officer in the United States Navy. At sea, Commander Wagner served aboard Aegis cruiser USS ANTIETAM (CG 54), aircraft carrier USS CONSTELLATION (CV 64), Aegis destroyers USS GONZALEZ (DDG 66) and USS LABOON (DDG 58), aircraft carrier USS ENTERPRISE (CVN 65), and amphibious transport dock ship USS BATAAN (LHD 5). Overall, he completed five deployments to the Fifth and Sixth fleet areas of operation, and he participated in the first Aegis destroyer Atlantic Fleet Sea Swap Initiative. He also led planning efforts for the Baltic Operations (BALTOPS) exercise, and he was one of three national United States Navy participants in the Danish Naval Exercise (DANEX). Ashore, Commander Wagner served as Operational Test Director at Commander, Operational Test and Evaluation Force. He also served as Assistant Professor of Naval Science and Officer in Charge at the Duke University Naval Reserve Officer Training Corps program. Additionally, he served as an augmentee at the United States European Command (EUCOM). Commander Wagner has a Bachelor of Science degree in Chemistry (Honors), a Master of Business Administration degree, and he is bilingually proficient in the English and German languages.